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THE SOCIAL AND REHABILITATION

Record

July/August 1976

Can they go home again?

See Page 10

EARLY SCREENING

MEDICAID IS FINDING AND TREATING THE HEALTH PROBLEMS OF CHILDREN IN ELIGIBLE LOW-INCOME FAMILIES.

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Volume 3, Number 4 July-August 1976

Articles

2 Mathews Seeks Partnership with States
Secretary Mathews is interviewed about HEW's new focus: Greater State participation in program planning.

6 The Typical Family Compared with the AFDC Family by Howard Oberheu
When the average AFDC family is compared with the typical family the results are surprising.

10 Can They Go Home Again? by Don Kent
Instead of packing the elderly off to nursing homes, efforts are aimed at providing services to keep them at home.

16 The City Looks at the Rights of Children
Three children's rights advocates address the question. Who speaks for the children?

24 A New Prescription for Social Ills by Maurice Marsolais
WIN expert proposes new approach to job readiness. He emphasizes attitude development, not training.

Departments

9 Publications and Films

14 Research and Demonstrations

22 State and National News

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

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Social and Rehabilitation Service

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Photos: Cover, J. Obbard; page 16, Bernie Moser

The Social and Rehabilitation Record is the official periodical of the Social and Rehabilitation Service of HEW. It is published 10 times a year by the SRS Office of Public Affairs.

The Record is designed to provide information that will help professionals in State and local agencies and private organizations do a more effective job of carrying out programs which help people in need. The programs include social services for families and individuals, medical services, and assistance payments.

Annual subscriptions are $6.40 (domestic) and $8 (foreign) and are paid to the Superintendent of Documents, P.O. Box 1533, Washington, D.C. 20402.

Address manuscripts and article ideas to the Editor, Rm. 5327 MES Building, SRS/HEW, Washington, D.C. 20201. Telephone 202-245-2196.

Publication funds were approved by the Office of Management and Budget on February 25, 1972, amended December 4, 1973.

EASTERN UNIVERSITY
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Mathews Seeks Partnership with States

In the past few months Secretary Mathews has devoted considerable time to speaking about the partnership between the States and the Federal Government. Because of the importance of this partnership, The Record *asked him to discuss his views for publication.*

THE RECORD: Mr. Secretary, a frequent theme of yours since coming to Washington has been the need to develop a greater sense of partnership between the Federal Government and the States in addressing the social problems of America. What is the basis of your feeling?

MR. MATHEWS: The States in the last 20 years have developed new capacities for delivery of social services. There are a host of States which say they have both the intention and the capacity to deal with social problems, so it is eminently logical to enlist them in the effort. This argues for a different kind of relationship with the Federal Government than the one that prevailed in the 1950s and 1960s.

I've encouraged partnerships with the States, rather than our handing down mandates—not simply because we wanted to be nice, but because partnerships are indispensable to what we want and need to accomplish.

THE RECORD: Do you think the State and local governments have the experience and resources necessary to take on such responsibilities?

MR. MATHEWS: We have always done the things we have to do in this country, by and large, at the local level by more individual voluntary action than any other country. This has been true for 200 years. De Tocqueville, among others, testified that this constituted the particular genius of the American people: their capacity to do a host of things voluntarily, among themselves, at a local level—things that European societies had to use formal governments or monarchies to accomplish for them.

It would be incredible in this age if we forgot that genius. I think this is particularly important to understand from a Federal point of view because without intending—in fact, intending to do just the opposite—government can crush the local, small forms on which it depends for support.

The best analogy of this I know comes from the area I'm from—the Gulf Coast.

The particular genius of the American people is their capacity to do a host of things voluntarily, among themselves, at a local level.

If you ride along the gulf there are brackish marshes where the water has backed up, the trees have died, and a lot of scum has collected. People came along the coast and said, "You know, that's very very untidy. The land is wasted. If we'll just fill that in with a little bit of dirt from the upper part of the county, we can build some nice houses on it, put some grass there and things will look a lot better. We'll bring in more people. You'd rather have neighbors than all those frogs and things that live in there, and the world will be a better place."

THE RECORD: That seems to make sense.

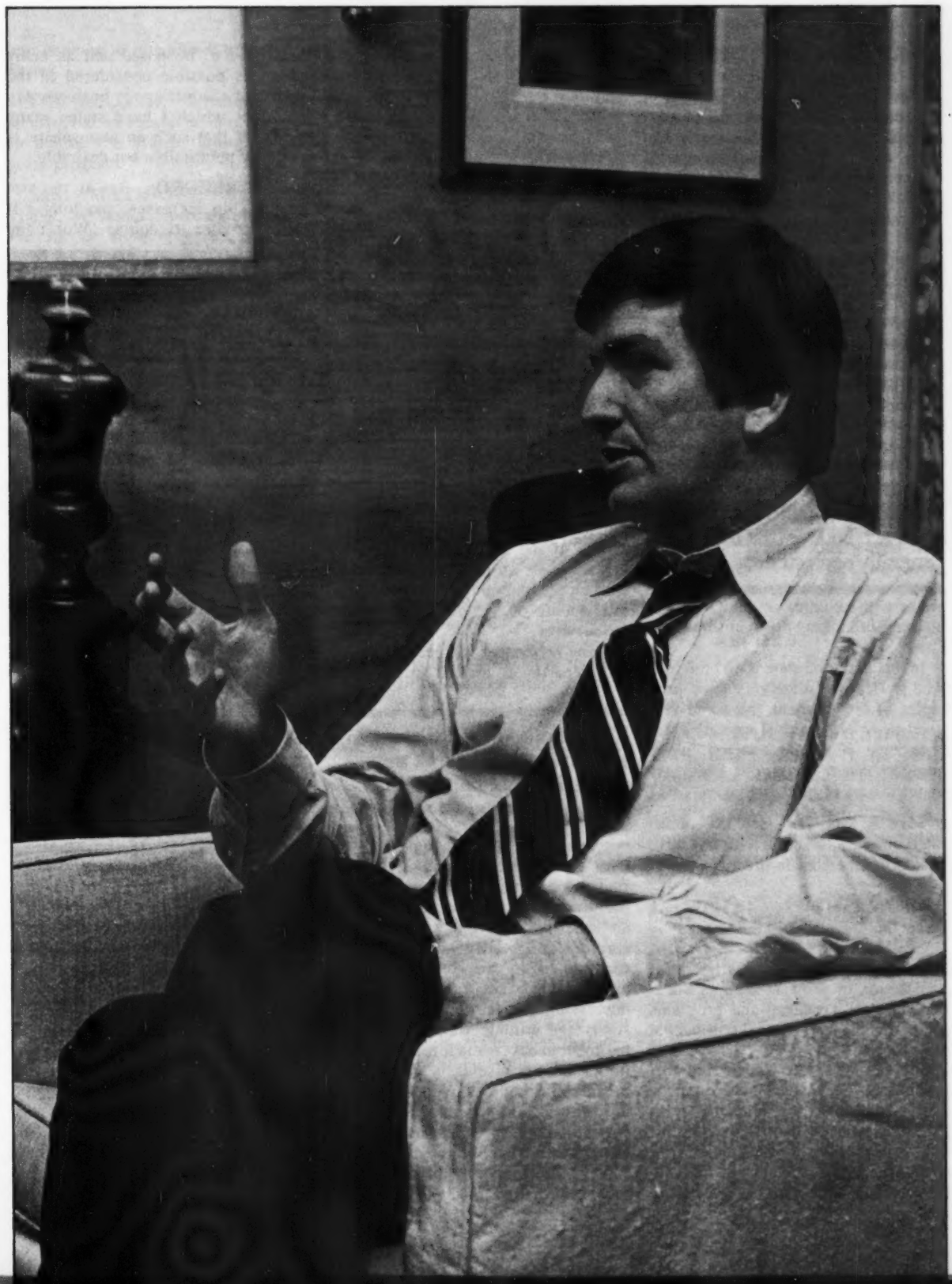
MR. MATHEWS: That made great sense. So we filled in those marshes and built nice houses. But, in the county and all along the coastline, a great many people make their living by fishing. We discovered, a few years after we'd built those fine developments, that the shrimp disappeared and the fishing deteriorated. Finally, we called in a biologist and he reminded us that those seemingly unimportant salt marshes were actually the breeding grounds for shrimp and fish. With all of our good intentions, we had destroyed a host of small, invisible allies upon which we depended for our very livelihoods in that section.

I wonder if there is a lesson in that about Government? If Government replaces all of the local and small forms of human community in our nation, I wonder if we can ever have any government at any level that's big enough or strong enough to replace all that we do for ourselves at the local and the community level.

THE RECORD: Does this mean the best government is no Federal Government?

MR. MATHEWS: No, I don't think we're going to abandon the Federal Government. We're all tempted to such thought from time to time, and, occasionally, with good reason; but I don't think anybody really believes we can do without Government. Yet, no one can go on believing that some fundamental reshaping of the Federal Government isn't in order. Essentially, this raises the question not what Government can do *for*, but what Government can do *with*.

THE RECORD: What then do you feel is the proper role of the Government?



MR. MATHEWS: The implication is that the Federal Government has got to get on with the business of partnerships with other levels of government, both State and local, and with other agencies. The art of partnerships is infinitely more difficult than any other art, and for that reason generally neglected. It's much simpler to say, "Well, we'll do it all at the Federal level and you at the State level do this." But I really wonder if political affairs give us the opportunity to enjoy those kinds of neat distinctions.

I wonder sometimes if we're not on the verge of one of those uncommon, but miraculous, discoveries that gives us a chance to look at a real problem—how to administer these very complicated social service programs without enjoying the Olympian pleasure of looking down at somebody else.

The art of partnership is infinitely more difficult than any other art, and for that reason, generally neglected.

In this case, the shoe is on both feet. And we'll learn some very good principles of Government and some very good principles in dealing with these programs. If we do our job, we're going to have to learn quite a bit more about the art of partnerships.

THE RECORD: How do you actually propose to get on with this business of partnership in practical ways?

MR. MATHEWS: An HEW task force on State relations, headed by Under Secretary Marjorie Lynch, opens doors within the Department for exploration of projects such as State-Federal staff exchange and programs for better utilization of our Regional Directors.

For example, the Social and Rehabilitation Service is inaugurating a new procedure for meeting with people from industry, State agencies and provider organizations before even beginning to draft new regulations. Their focus is on the step before a regulation is written and on problems for which they are willing to admit they don't have answers. I think the public will find such candor refreshing and reassuring.

The Office of Education has a good program focusing on the States—it offers week-long visits by representatives of State and local education agencies to their Federal counterparts in the Regional Offices and in Washington. There seem to be great possibilities for other such programs which would strengthen productive bonds between HEW and local institutions.

THE RECORD: How will these new directions affect the structure of HEW?

MR. MATHEWS: I think we need to explore organizational options that "unlayer" bureaucracy and that impart a "market focus" to the programs of the Department—giving a greater focus on people served rather than on the functions or production arrangements of the offices providing the services.

I am very eager for people outside the Department to find in HEW an openness and a willingness to deal with their perceptions. They should find this openness and desire for rapport even when they are quite critical and when we believe they are not fully correct. Those HEW staffers whose training was in casework "own" this principle. To act humanely in the interest of humane program goals is surely the attitude we want the Department to have. And it is all the more important because it is part of the broader question of how people relate to institutions in general.

If we do our job, we're going to have to learn quite a bit more about the art of partnerships.

Within the Department itself we are trying to create an atmosphere which encourages ideas to come to the surface, information to be exchanged, alternatives to be posed and as many views as possible considered in the course of conducting our business. My position, which I have stated many times, is that such an atmosphere is not only permissible but desirable.

THE RECORD: But as the size of the ship increases, the longer it takes to alter its course. Won't the sheer mass of the bureaucracy work against change?

I think we need to explore organizational options that "unlayer" bureaucracy and impart a "market focus" to the programs.

MR. MATHEWS: No, it doesn't have to. We have in HEW, for example, an informal committee whose self-appointed members have been holding lunchtime "brown bag" seminars and staff meetings. They write to each other and to me about the issues that are discussed at these meetings. Sometimes the discussions and papers focus on ideas and theories. In other cases they deal with projects and practical ways of implementing ideas. I've found the best of both kinds are those concerned with issues and projects which grew out of the author's own expertise.

THE RECORD: How will the States be affected by a partnership which gives them greater responsibilities?

MR. MATHEWS: For a good many years State governments, by design or choice, decided they would not involve themselves in certain issues. State courts neglected the issues; State governments neglected the issues. The Federal Government moved into the vacuum.

But now an issue that's been building for a long time is coming to fruition. I believe those little buttons the kids used to wear, "All power to the people," were right. The people have spoken on this issue, and I think the

ball is going to move back toward the States.

THE RECORD: What precisely is involved in President Ford's effort to utilize the States through block grant programs?

MR. MATHEWS: By block grants, we would consolidate many of the 300 or more programs administered by the Department of Health, Education, and Welfare. Each program began with a good purpose, but there are so many now that they have produced a bureaucratic maze which frustrates good intentions and good results.

The programs which we consolidated would then be financed under a single grant. We would give the States more authority to decide where and how that money should be spent.

THE RECORD: Do you mean the Federal Government would just turn over the responsibility and money for programs and wash its hands of the whole affair?

MR. MATHEWS: Oh, no. Not at all. We don't propose to just dump all these programs on States, but rather to transfer their administration along with guidelines which are broader and more flexible than those at present. And we will be sure the guidelines do not abandon the principles that gave rise to the programs in the first place.

I am very eager for people outside the Department to find in HEW an openness and a willingness to deal with their perceptions.

THE RECORD: What programs do you plan to consolidate under these blocks grants?

MR. MATHEWS: We are proposing three major consolidations. In his fiscal 1977 budget, President Ford called for consolidation of 16 programs of the Public Health Service, Medicaid and Developmental Disabilities into a new $10 billion health-service grant to the States. The health block grant seeks to move governmental decisions closer to the people—where they belong—and establish a more fruitful Federal-State partnership.

In the social services field, we propose to consolidate the host of services under Title XX of the Social Security Act—and State and local training activities relating to social services. The funding of this block grant program would be at about the same level—$2.5 billion—as the programs have been receiving.

THE RECORD: And in education?

MR. MATHEWS: We are proposing about 24 education programs—principally those that deal with elementary and secondary education—be brought together in a block grant of about $3.3 billion. The block grant would be a little larger than the combined cost of all these programs under the present appropriation and would have an additional $200 million added to the total each year.

THE RECORD: Will this increased funding again raise the question that bigger doesn't mean better—just more expensive?

I believe those little buttons the kids used to wear, "All power to the people," were right.

MR. MATHEWS: Perhaps in some quarters, but we hope we can move the debate from how *much* we spend to how *best* to spend, so that the results are not more forms completed but more children educated.

What we are proposing is a total of about $16 billion in block grants.

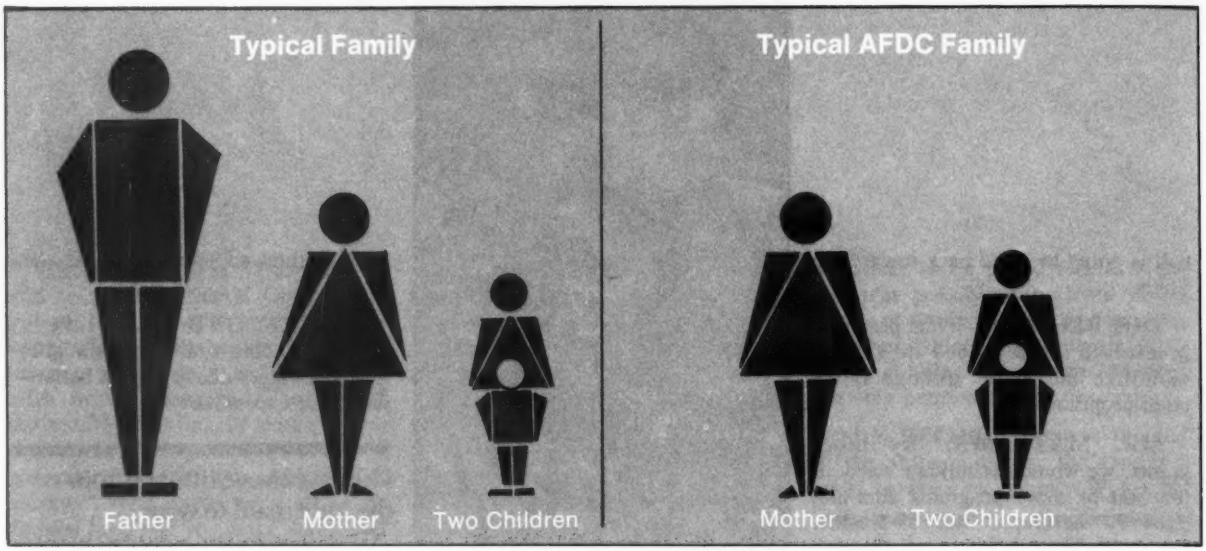
Essentially, the block grants will permit States and local communities greater leeway in deciding their own destiny. They imply that Government ought to have some confidence in the people.

THE RECORD: Looking to the future what will be the bottomline of an increased partnership for the States?

MR. MATHEWS: A large part of it will be the capacity to deal with problems of health care, social service and welfare, as well as with the educational problems which the States are more accustomed to handling—all this is going to come squarely to rest at the States' doors.

As the movement drives more participation back to the State level, more power at the State government level, it is going to move a series of expectations that State government has the capacity to deal with a whole host of sticky, messy, difficult social and human issues that have for a long time been reserved for the Federal Government.

I hope the States will not balk at this challenge, because I think it is the beginning of a restoration of a proper balance among the levels of government in this country. ■



The Typical Family Compared with the AFDC Family

by Howard Oberheu

While the general characteristics of a family receiving Aid to Families with Dependent Children have been generally known for some time, there has been little effort to compare the typical AFDC family with the typical U.S. family. This comparison* may produce some surprises for those who thought that AFDC families have much larger numbers of children than the national average and that most of them are illegitimate.

In 1973, when the most recent study of AFDC families was made, there were about 7.5 million children in three million families receiving just under $600 million in AFDC payments monthly. (By February of this year there were 8.1 million children in 3.6 million families receiving $813 million in monthly payments.)

The AFDC program is designed to provide financial assistance to needy families with children. One parent must be either deceased, incapacitated, absent from the home, or, in about half the States, present but unemployed. In addition to money, AFDC families are eligible for medical services, social services and food programs.

The AFDC families comprise 10 percent of the families (with children) in the U.S. and 12 percent of the children.

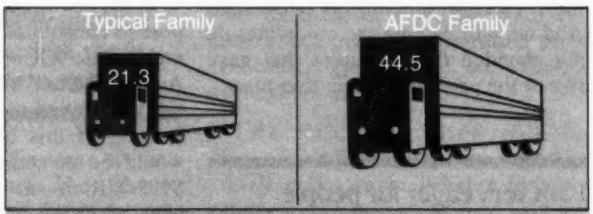
Of the 4.3 million families (with children) in the general population headed by a woman, 2.25 million are AFDC families. To put it another way, three-fourths of AFDC families are headed by a woman.

* All comparisons in this article are based on the 1973 study of AFDC families and a survey by the Bureau of the Census (March 1973).

Mr. Oberheu is a statistician in SRS' National Center for Social Statistics, Office of Information Systems.

Nearly half of the AFDC mothers are full-time homemakers with pre-school children. Most of the remaining mothers who are not working are in training, attending school or incapacitated for employment.

Very few of the children receiving support are without the care of their natural or adoptive mother. Usually mothers have never married, are divorced, separated or are widowed. The mother is deceased or absent from the home in only about one in 20 families. In these few instances care is most likely provided by the grandmother.



Moved In Past 12 Months

The AFDC families are considerably more mobile than the average family. In fact, the rate of moves made by AFDC families during the 12-month period preceding the study is double that of the average family.

The children

Children receiving AFDC are relatively younger than children in the average family and have an even chance of being legitimate. Most of the AFDC children have not reached their teens and few are between the ages of 18 and 20 in States providing assistance to this age group. In AFDC families where there is only one child, a third are likely to be of pre-school age.

The youngest child of the assistance group is under

school age in more than half the families. As expected, this group has relatively fewer working mothers and would be expected to have a greater demand for child care services. The youngest child is 12 or more in only one of seven AFDC families. If for no other reason, these families will be leaving the AFDC rolls during the next few years because the children will exceed the age for eligibility. At the time of the study the typical AFDC case was on the rolls for about two years.

The AFDC family

In the typical AFDC family there are between three and four recipients (a mean of 3.6), one of whom is an adult; eight out of 10 families have one adult.

When there is no adult in a family, the average number of children is 2; with one adult it is 2.6 children; with two adults it is 3.3 children.

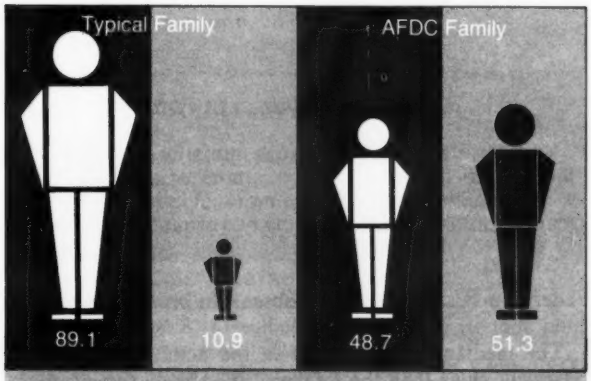
When there are two adults in an AFDC family, the second adult is usually the father who is incapacitated or unemployed.

AFDC families without adults frequently have a mother who has remarried. The stepfather is supporting his wife but is not legally responsible to support the children.

In many instances, the AFDC assistance group is composed of the entire household. About five percent of the households have a second assistance group. In about a third of the households, however, there are those who do not receive assistance for one reason or another. Most of these are brothers and sisters, including half-brothers, half-sisters, stepbrothers or stepsisters of the children receiving benefits.

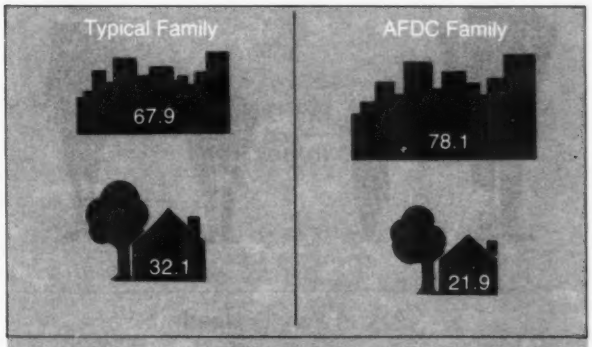
Of the families with children who are not included in the assistance group studied, one in four have children in another assistance group. While some States do not provide AFDC to children over the age of 17, 42 States make provision for children attending school through the age of 20. Nearly 10 percent of families have children between 18 to 20 who are not receiving assistance because they do not attend school regularly. One out of every eight families with some children not receiving assistance have children over the 17-year age limit.

Of all the AFDC families in the U.S. five percent include a stepfather, 14 percent grandparents, 13 percent other relatives and three percent nonrelatives. One-third of households with some persons not receiving AFDC assistance in the group studied receive either AFDC in another group, Supplemental Security Income because of blindness, another form of disability, or age, or assistance provided from State or local funds.



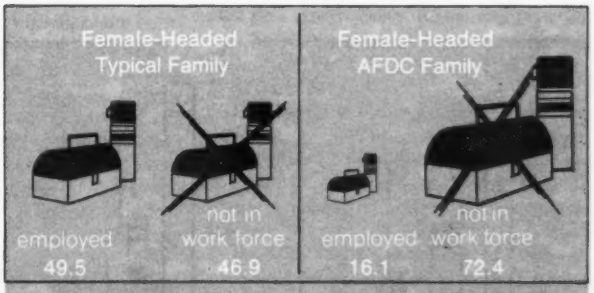
Race

Although white families outnumber black families nine to one in the U.S., there is a near even distribution of the two groups receiving AFDC. About one in four black families and one in 35 white families in the U.S. population receive AFDC. In addition, about 3.8 percent of AFDC families are of other races, while 1.2 percent of the general population is composed of other races. While nearly one in 20 persons are of Spanish origin, in AFDC families almost three in 20 are of this ethnic background.



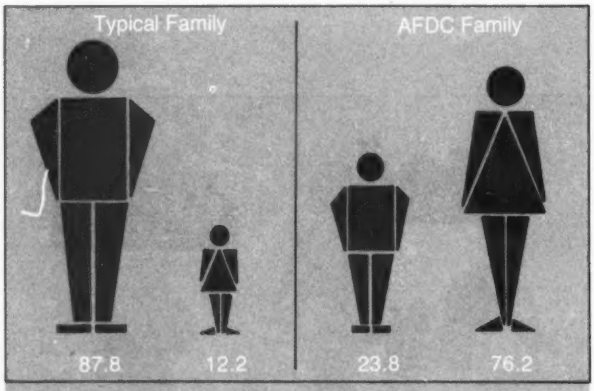
Residence

While two-thirds of the U.S. population live in metropolitan areas, the concentration of AFDC families in these areas is even greater than the national average. And about a quarter of AFDC urban dwellers live in the six cities of a million residents or more (New York, Chicago, Los Angeles, Philadelphia, Houston and Detroit).



Employment Status of Women Heading Families

There is a striking difference between the employment status of the woman who heads the average family and the woman heading the AFDC family. The unemployment rate of the AFDC family head is three times that of the average family. Of the AFDC family heads not in the labor force, 46.9 percent are full-time homemakers caring for pre-school children. Others are not in the labor force because they are in training, incapacitated or are not looking for a job.



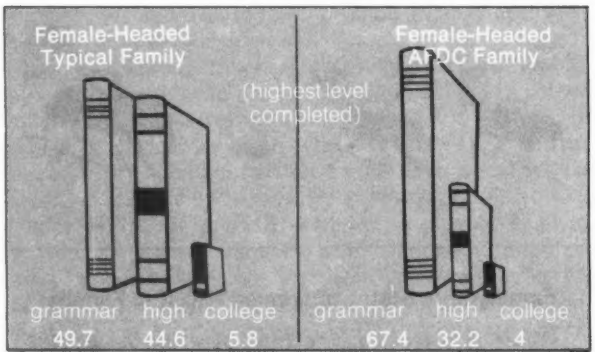
Sex of Family Head

AFDC families are considerably more likely to be headed by a woman than the average family. About half of all families with children which are headed by a woman receive AFDC.

That few States require the stepfather to support his stepchildren may result in the children being eligible for assistance, although the mother is not eligible for AFDC because of her husband's support. The unemployment or incapacity of the stepfather of a family would not be the basis for eligibility in most States, but rather the absence of the natural father.

The father

In nearly half of the families where children receive assistance, the parents are either divorced or separated and the father is not providing for their care.



Education Level of Mothers Heading Families

AFDC mothers are on the average younger and less educated than the average woman heading a family.

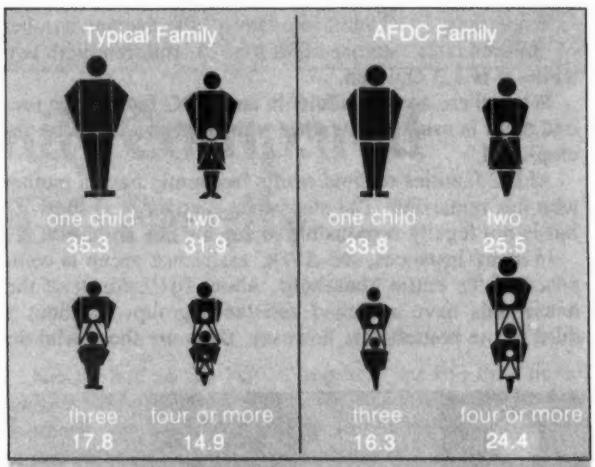
The mother under age 25 is better educated than both the mother with a larger family and the father who is not living at home.

The AFDC father is relatively less educated than the mother. Less than half of the fathers enter high school and only 20 percent complete high school.

In eight percent of AFDC families the father is incapacitated; in four percent he is unemployed; fathers of two percent of the children are in correctional institutions. Even in many families where the father is present, he is not the natural father of some of the children.

In addition, nearly a third of the children who are not supported by the father were conceived out of wedlock. For this reason, two areas of recent emphasis have been family planning services and obtaining support from absent parents. Fifteen percent of the children live with their father. Of these, about two-thirds have incapacitated fathers; a third of them live in States that provide assistance when the father is unemployed. The fathers of four percent of the children are deceased.

In the past, half of the absent fathers could not be located, making it impossible to obtain their support. A new Federal program to locate absent fathers is improving child support collections.



Number of Children in Family

Contrary to popular belief, a majority of the AFDC families do not have large numbers of children. Only when families have four or more children is there a marked difference between the two groups.

The median age of fathers in the home is 41.9 years, relatively older than the mothers. It is likely the relatively older mothers are part of the two-parent households. Barely one percent of the fathers are under 20 and an additional 21 percent are under 30.

More than half the AFDC fathers living at home are incapacitated (54 percent) and others are reported unable to find work (28 percent). Slightly more than 10 percent are employed either full or part time, although not at a level at which they could fully support their families.

More than two-thirds of the fathers who are unemployed have been so for more than a year. The usual occupation of 60 percent of them is classified as blue collar worker. A majority of these are nonfarm laborers. ■

Reprints of this article are available free of charge in quantities of 50 or less. Arrangements can be made for greater quantities by writing the Editor.

Publications and Films

Please address all inquiries and requests to the addresses given in the listing.

Publications

Social Work in Rural Communities: A Book of Readings. Leon H. Ginsberg, editor. Council on Social Work Education, 345 E. 46th St., New York, NY 10017. 130 pages.

The preparation of social workers for service in rural areas, historically a neglected area of concern, is now receiving major interest both in the United States and other parts of the world. Numerous articles have already been written, and this book attempts to draw together some of these resources to improve the education of both undergraduate and graduate social workers for service in rural and small communities.

The material presented here is broadly based and ranges from general articles on social work practice in rural areas to specific pieces on public relations skills for rural social workers, the characteristics of social workers in rural comprehensive community mental health centers, and skills needed for effective social planning activities in rural areas.

Rationale for Child Care Services: Programs vs. Politics. Stevanne Auerbach, Ph.D., and James A. Rivaldo, editors. Human Services Press, a division of Behavioral Publications, Inc., 72 Fifth Ave., New York, NY 10011. 215 pages.

Former President Nixon's veto of the Comprehensive Child Care Act of 1970 dealt a severe blow to the national effort to upgrade child care. As a result of the veto, limited attention was given to the needs of young children or the needed funds to expand and improve children's programs.

This book, Volume I in the series Child Care: A Comprehensive Guide, addresses the growing gap between human needs and human services and responds with practical and realistic recommendations. Each volume provides "information on the ingredients of successful child care programs," and gives practical ideas for incorporation into new or ongoing programs.

The *Guide* seeks to encourage and inform those studying to become professionals in child care.

The first volume offers historical background and current status of child care services as outlined by nationally known experts in the field. The plan for this Guide evolved from Dr. Auerbach's experiences as an educator, a program specialist in the U.S. Office of Education and Office of Economic Opportunity and perhaps most importantly, as a working mother.

Higher Education and the Social Profession. Henry M. Barlow, editor. The College of Social Professions, University of Kentucky, Lexington, KY 40405. 216 pages.

This collection of papers presented at the Symposium on Higher Education and the Social Professions in May 1972 at the University of Kentucky, focuses on our rapidly changing traditional educational institutions, with particular emphasis on social work education.

The basic objective of the book is to contribute to the thinking about future planning for educational programs for social work and related social service professions.

The symposium was conducted under a research grant from the Social and Rehabilitation Service.

Young Inner City Families: Development of Ego Strength under Stress. Margaret M. Lawrence, M.D. Behavioral Publications, Inc., 72 Fifth Ave., New York, NY 10011. 139 pages.

In *Young Inner City Families* Dr. Lawrence identifies some of the hazards of early child development in an urban black community. Dr. Lawrence relates the struggles of an interdisciplinary mental health team as it attempts to assess the damage to these families, their infants and children.

Dr. Lawrence challenges the contention that the insights and techniques of depth psychology are inapplicable to individual problems in a poor urban community. Through clinical-educational studies she shows that developmental, psychodynamic, and ego-psychological approaches are effective in health and educational activities in the inner city.

The Social Welfare Forum, 1975. National Conference on Social Welfare. Columbia University Press, 562 W. 113th St., New York, NY 10025. $17.50. 252 pages.

In keeping with its theme: "Health as a Right: the Human and Political Dimensions," the 1975 Forum dealt with one of the urgent but unresolved problems of today—the development and implementation of a coherent national health strategy.

Presented here are some of the papers from the symposium. Titles include "The Wages of Neglect: Death and Disease in the American Work Place," "Protection of Privacy and Fair Information Practices," "Transition from Mental Hospital to Community," "Problems and Prospects for a National Health Program," and "Institutes on Health and Health Care Delivery."

A Second Chance for Families. Mary Ann Jones, Renee Neuman, and Ann W. Shyne. Research Center, Child Welfare League of America, Inc., 67 Irving Place, New York, N.Y. 10003. $4. 133 pages.

Presented here is an evaluation of the New York State Preventive Services Project, undertaken to test "the feasibility of preserving the family unit by providing services to eliminate the need for foster care and to prevent its recurrence."

The projects included "intensive family casework services designed (1) to preserve the family unit and thereby prevent the need for substitute care or placement of children; and (2) to provide aftercare services for families whose children have been in foster care."

This report contains the background of the project, a description of the project, a description of the procedures, the sample, the outcomes, an analysis of the outcomes, discussions and recommendations.

Films

Just Be Patient. Color. Sound narration. 20 min. Focus International, Inc., 505 West End Ave., New York, N.Y. 10024. Preview fee: $250 Sale: $325.

This film is a hospital staff training film designed specifically for use in departments of in-service training, social services, patient counseling, nursing, paraprofessional staff training, pre-med training, and for physicians.

The film follows actual patients through their total hospital experience, from intake and testing, to treatment, recuperation, and discharge—and focuses on their anxiety, confusion, and the fear that can develop from interaction with the hospital environment and staff procedures.

By concentrating on the subtle, often overlooked environmental and interpersonal cues that can evoke anxiety and fear in patients, the film attempts to direct staff attention towards alleviating these problems through simple attention to their own words and reactions to patients.

The film is accompanied by a practical *Guide for Study and Discussion* which outlines training strategies, mainly by the case method. It also includes suggestions on how the film may be profitably used by different hospital departments for staff orientation and in-service education.

Can They Go Home Again?

One experimental project aims to prove they can—and for a cheaper price—by offering the elderly a supermarket of social and medical services.

by Don Kent

The only thing worse than being old is being both old and poor.

That statement could be made by many of the estimated 4.5 million persons in the United States who are over 65 and whose incomes are under the poverty level.

For many of them the day will come when they can no longer care for themselves. Some will follow the now familiar path to the nursing home. But many will not get even that far. They will languish uncared for in their homes, often for lack of relatively simple help. It is another version of losing the battle for want of a nail.

Serious attempts to supply all the necessary nails date back to the 1960s and continue today in various forms. But the most comprehensive and revolutionary one is the Community Care Organization in La Crosse, Wisconsin, which will demonstrate whether or not elderly persons can maintain themselves in their own homes if they are aided with a variety of medical and social services. Such services include even snow shoveling if it is deemed necessary to maintain a person in his home.

The project is expected to prove that many persons can receive adequate care in their homes more cheaply and live there more happily than in institutions. Opinions vary, however, on the number of people who can be maintained in their homes and the extent of savings.

According to a survey of Minnesota, nearly 10 percent of the elderly in skilled nursing facilities could be cared for in their own homes at a lower cost. And the estimated savings of in-home care would be about $392,000 annually.

The Community Care Organization project came on line April 1 and is expected to be serving 3,500 elderly persons by April 1980. It will operate as a broker of services rather than as a supplier. Two similar projects will begin operation this year to test the home-maintenance theory under a somewhat different mix of conditions. La Crosse was chosen as the first project because of its urban-rural mix.

Range of services

The program offers a supermarket of services in eight areas: health services, personal care, home maintenance, nutrition, transportation, social-physical-environmental security, psychological support and housing alternatives.

- Health services cover visits to the home by a nurse and physician, outpatient services at hospitals, clinics and nursing homes.
- The housing alternatives offered for those unable to live independently in their own homes include adult foster care as well as a variety of group living arrangements.

The elderly are also helped to reunite with members of their family, sometimes even those who placed them in nursing homes. Often a member of the family will reconsider such a decision if he can be relieved of constant custodial care. Pressure builds in situations when a single relative must shoulder the full responsibility, and the problem may be solved by supplying a trained homemaker one or two days a week to relieve the relative.

- Personal care services include assistance with personal hygiene, such as bathing, performing errands related to personal care (and training the recipient to be more self-sufficient in such tasks), and providing a full- or part-time companion.
- Home maintenance services in Wisconsin's cold climate can extend to correcting heating problems and shoveling snow. But most often these services consist of routine housekeeping tasks.
- Nutrition services are aimed at overcoming the hurdles of physical limitations, limited income, and inadaquate shopping skills.

If an elderly man has been accustomed to having his wife shop and cook for him for 40 or 50 years, at her death he is suddenly faced with a totally new problem. If, in addition to this, he has physical limitations and lacks sufficient motivation, he is ripe for a nursing home.

The training aspect of nutrition is particularly important because it focuses on special dietary needs and

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Mr. Kent, an observer of social service programs in Europe and Africa, is an editor in SRS' Office of Public Affairs.

The National Effort

Since 1965 the Federal Government has encouraged States and local communities to establish comprehensive services for the elderly by offering grants under the Older Americans Act of 1965.

Three years ago this effort was strengthened by establishing State and area agencies which deliver services to help elderly persons live outside institutions as long as possible. The agencies were established by the 1973 Amendments to the act.

To date there are nearly 500 area agencies which serve communities which contain about 75 percent of the U.S. population. When another 100 agencies are brought on line, every American over 60 will be within reach of such an agency.

The agencies work with local governments and voluntary organizations to develop services for the elderly.

The agencies themselves do not provide the service, except under special circumstances, but act as coordinators in arranging for such services as transportation, counseling, homemaking and legal,and help secure public assistance and health services.

There has been substantial progress, but most programs still have a long way to go.

The nutrition program, in particular, has scored successes. Federal funds in fiscal 1975 provided 209,104 meals daily to feed the elderly, with the emphasis on those with low incomes and ethnic minorities.

Another key feature of the Older Americans Act is the requirement that every State and area agency on aging establish an information and referral source that is convenient and accessible to all elderly persons within the area of the agency.

The primary responsibility of each agency is to:

- Serve as a community planning agency to improve services to the elderly.
- Act as an advocate for the elderly.
- Provide services which help the elderly stay in the community and at home rather than in nursing homes.
- Assist the elderly to remain active citizens.

There are three primary mechanisms for accomplishing these goals: in-home services, linkage services and neighborhood centers.

The extent to which this program can help the elderly is seen in Pennsylvania, where 41 area agencies are operating.*

Linking up

Linkage services are designed to put the elderly in touch with the spectrum of community services. All area agencies have an office in communities of more than 2,500, and have toll-free telephone numbers or accept collect calls from those seeking information. The agencies also serve those who are isolated.

Transportation is a vital key to linking the elderly to community services. A statewide transit system for the elderly became a reality last year. And by July 1975 the agencies were coordinating a fleet of more than 270 mini-buses and other vehicles at the cost of about $2.8 million.

In-home services

To help elderly persons continue to live in their homes, each of the area agencies contracts for such services as light house cleaning, preparation of meals, laundry and minor home repairs. In addition, each agency has a program which delivers meals to homes of the elderly. Such services are generally purchased from existing community agencies.

By July 1975, 20 percent of the agencies were operating such programs.

Neighborhood centers

Each of the area agencies is developing a network of neighborhood centers and multiservice centers to promote the social, mental and physical well-being of the elderly.

By the end of the year, 326 centers had served more than 2 million meals to some 92,500 persons. But even more impressive than the numbers in the group dining program is the efficiency with which it is run. Because 4,530 volunteers (the majority are elderly) and 552 paid staff operated the program, less than 17 percent of funds were spent for administration and capital costs.

To orient the elderly to community resources and services, a Late Start training program was begun. The success of these eight to 10-week courses caused the State to ask all centers to establish the program by the end of 1976. By the end of 1975 there were 30 such programs.

The majority of the centers offer adult education courses, including mini-lectures on such subjects as nutrition, health, budgeting and retirement planning.

Many centers provide shopping, casework, health screening and employment services as well as volunteer opportunities.

* Information about this program has been adapted from *The Challenge*, a publication of the State's Department of Public Welfare.

preparation of food by the participant whenever possible.

- Transportation is provided by volunteer drivers for individual trips as well as buses for group social activities or periodic medical checkups.
- Under social, environmental and physical security services the program offers regular telephone contacts with the elderly. There are hotlines for emergency assistance and "friendly neighbor systems," where neighbors volunteer to telephone the elderly once or twice each day to be sure all is well.

A variety of expert assistance is available, including legal, financial insurance and tax guidance. Advice on fraud avoidance is also available. Sometimes the assistance is as simple as explaining eligibility for food stamps.

- The psychological support services range from formal psychotherapy and counseling to help with readjustment to a social life after an extended period of isolation.

Contracting for services

One of the major policy decisions of the program was to make the maximum use of existing services in the community. There are 10 major contractors, many of which will have to expand their operation. Contracts are written to purchase services as needed, rather than for minimum monthly or annual amounts.

A contract was written with the County Health Nursing Service to provide home health care, personal care and housekeeping services in the rural areas of the county. In addition, a community nursing home received a contract for its nursing staff to serve the elderly in their own homes.

The County Department of Social Services contracted to expand its social services program to cover the participants of the program.

A separate contract was written with each of two conventional nursing homes for a day care program which provides lunch and recreation in addition to medical services.

Monitoring progress

A sophisticated monitoring apparatus for the program has been set up to gauge its effectiveness, ranging from a comprehensive cost evaluation system to individual quality-of-life profiles of each participant. Profiles are made of each person entering the system and at six-month intervals thereafter.

Signs of progress appeared only two months after the program opened. "Of course, the program is in its fledgling stage, but we are already encouraged by the results," says Cathy Skrip, who is program assistant of the La Crosse project. "We are already beginning to see trends of acceptance of the program. But even more encouraging than the 40 elderly persons who signed up for the program as of June 1 is the changing nature of the inquiries we are receiving.

"At first we were receiving telephone calls from relatives of elderly persons who wanted to get them into the program. Now, however, we are getting calls from peers of the elderly—friends who are pointing out that someone needs help—and from elderly persons themselves."

Couched in official terms, the overall purpose of the project is to provide comprehensive services—mainly in-home—for elderly and disabled persons which, prevent delay or reduce the need for institutionalization and, in doing so, determine:

- Whether the quality of life—the health, satisfaction, attitude—of recipients improves in a home/community setting compared with an institution.
- Whether some services contribute more than others to preventing institutionalization and whether some organizational and fiscal arrangements are more successful than others in managing comprehensive community services.

Creating a labor pool

One of the project's first tasks was to be sure a labor pool was created to perform a wide variety of housekeeping tasks in the homes of elderly persons.

To do this a contract was written with a local vocational school to present a 38-hour course on the subject.

Fourteen persons completed the first session, which ended in late May. Each paid a nominal tuition fee.

The funding

Since Medicaid does not ordinarily pay for nonmedical services, a waiver for the project had to be obtained. Programs such as this were authorized by Congress under Section 1115 of the Social Security Act.

Funds for establishing the program were provided by the Social and Rehabilitation Service, the State of Wisconsin and the Kellogg Foundation. The cost of services to the elderly, which is by far the greatest cost of the project, is shared under Medicaid by the State (40 percent) and the Federal Government (60 percent).

The total cost of developing and administering the La Crosse project and two other proposed projects for a four-year period is $800,000. Services will be purchased with Title XIX funds. Administrative costs, such as salaries will be shared by such organizations as the Kellogg Foundation, which has given $333,000.

In addition to those who are eligible for Medicaid, the organization also offers its services to others, including disabled adults and, on a fee basis, to those whose income exceeds the eligibility standards. It is expected that supplemental aid will be given those who cannot pay the full price.

A checkup, checkers and cheer

Another project aimed at preventing institutionalization is the On Lok Senior Health Services in San Francisco. It has been scoring successes by

providing ambulatory health services to participants during the day.

Opening four years ago in the city's Chinatown-North Beach section, the On Lok center helps some 100 elderly persons daily. But while the great majority of the services are offered at the center, some essential in-home services are also provided.

About 80 percent of the participants are more than 70 years old and most are eligible for Medicaid. They come or are brought to the center because they have physical problems, sometimes complicated by psychological problems which prevent them from living independently.

The center is funded by SRS as a research and demonstration project and supported by State government and private organizations.

The major services are:

- Transportation. A van fitted with hydraulic lift for wheelchairs provides transportation daily to the center as well as visits to the participant's private physician.
- Reality therapy. Elderly persons who have become confused are helped to respond correctly to questions about time and place. Psychiatric consultation is also available.
- Recreation. A program geared to the needs of those with limited mobility is offered. Socialization and hobbies are encouraged, and some group entertainment is provided.
- Occupational, physical and speech therapy. The center helps a recipient maintain or improve his present level of ability through exercise.
- Medical evaluation and followup. Every participant receives a thorough physical examination by a physician to assist in determining his needs. Podiatric and dental services are provided through consulting arrangements. Those who do not have their own physician receive clinic services.
- Personal care. Those unable to attend to their personal needs are assisted with activities such as bathing, grooming and laundry.
- Nutrition. A meal meeting the dietary needs of the participants is offered at the center at noon. If participants are unable to prepare the evening meal they are given one to take home. Those who are unable to attend receive meals at their homes. ■

Research and Demonstrations

Final reports listed here may be obtained from the grantee or contractor.

Contractual Services Planning. (11-P-57257/4-03). Mississippi State Department of Public Welfare. P.O. Box 4321, Fondren Station, Jackson, MS 39216. Objectives of the project were to establish the goal-oriented mission to the department's social services operation by (1) helping guide the decisions in developing an effective organization of the department; (2) developing and recommending more appropriate mechanisms for applying all the resources of the department in the interest of the recipients; (3) developing and recommending improved service delivery systems at the State and local levels; and (4) identifying resources and making recommendations for the expansion and continuation of departmental planning.

Human Resources Planning. (11-P-57245/4-03). North Carolina Department of Human Resources, 325 North Salisbury St., Raleigh, NC 27611. The purpose of the project was to establish a planning unit in the newly created Department of Human Resources.

New Lives. (11-P-57186/6-03). Texas State Department of Public Welfare, John H. Reagan Building, Austin, TX 78701. The overall goal was to provide comprehensive services to unwed pregnant teenagers sponsored by the Edna Gladney Home administered through the Texas State Department of Public Welfare. In addition to the final report, there is also an Evaluation Report.

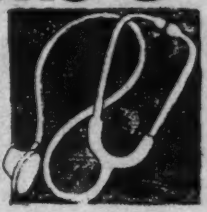
Community Leadership Information Service (11-P-57246/3-03). Maryland Department of Human Resources, 1100 Eutaw St., Baltimore, MD. 21201. The community leadership service was established to provide public officials with an increased knowledge of public welfare programs and of the citizens that those programs serve.

Disregard of Indian Income. (11-P-57228/8-03). Montana Department of Social and Rehabilitation Services, Economic Assistance Division, P.O. Box 1723, Helena, MT 59601. The basic objectives of the project were to (1) develop and implement a method of considering extraordinary Indian income that is perceived as satisfactory to the Indian public assistance recipients; (2) test the administrative and financial flexibility of implementing such a system; (3) determine the effect of this method on the relationship between the Indian and the State welfare program; and (4) enhance coordination and communication between Federal, State and tribal agencies as they relate to public assistance and extraordinary Indian income.

National Service Reform Project. (11-P-57303/6-01). New Mexico Health and Social Services Department, P.O. Box 2348, Santa Fe, NM 87503. One of a nationwide group of projects, this project was to demonstrate new administrative procedures that would help implement national social services reform.

Children should be seen.

And heard.



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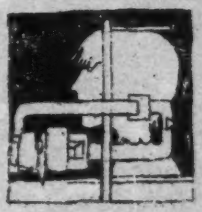

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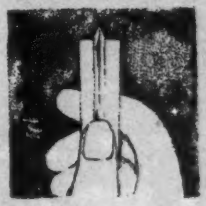

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And treated.

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THE

The City Looks at the Rights of Children

A juvenile court judge, a youth services executive and the superintendent of a county children's shelter discuss how the rights of children might be better protected.

This article is adapted from a public affairs series, The City, *which is produced by WCAU-TV in Philadelphia. This segment of the series was aired on May 9. The opinions and viewpoints expressed in this article do not necessarily reflect those of the Department of Health, Education, and Welfare.*

MR. JONES: While children have always been looked on as our hope for the future, the child's rights at present have become lost in our legal and social systems. While children make up 32 percent of our society, they are forgotten when it comes to legal and human rights. They must rely on adults to represent them.

I'm Jack Jones. Today on *The City* we will will take a look at what has been done to the child in the past and what we, as adults, can do to protect our hope for the future.

Who speaks for children? Who represents them in a world where rights don't begin until age 18? To discuss these questions today are three people who have broad experience with the legal and social rights of children.

They are Judge Lisa Richette, one of the founders of the Child Abuse Prevention Effort and author of the book *The Throwaway Children;* Kelly Miller, director of the field operations for the Youth Services Commission of Philadelphia and former director of the Child Advocacy Project of the Philadelphia Urban League; and Mary Previte, superintendent, Camden County Children's Shelter, a facility where children are held while awaiting trial.

First, I would like to ask Judge Richette just what rights do children have under the law in our society, in our area? Judge Richette?

JUDGE RICHETTE: In the event that they are brought into a confrontation with the juvenile justice system, where they may end up being confined, they have certain very minimal legal rights, which we call due process rights.

So that applies only to a small group of children who are charged with delinquency. The rights of dependent, neglected and abused children are not so clearly spelled out.

MR. JONES: The right of protecting them is not spelled out?

JUDGE RICHETTE: Well, the right to be protected from the parent is not implemented, Jack. For example, we are not clear that children who are

You mean the law actually discriminates against children who are born to unmarried parents?

in dependency, neglect and abuse situations really should have attorneys to represent them in these proceedings. That is left to the discretion of the courts.

And just recently the Federal district court ruled that children who are held in mental hospitals—and in Pennsylvania a child may be committed to a mental hospital simply on a parent's application without any process to determine whether or not that child needs that kind of treatment . . .

MR. JONES: You mean a parent can say my kid is mentally ill and the child is put away?

JUDGE RICHETTE: Yes. That is right. And a Federal district court recently declared in a case called Bartley vs. Crevins that that section of the mental health act which permits this commitment—this involuntary commitment on a parent's application for children under 16—is unconstitutional.

But that case is now on appeal before the U.S. Supreme Court so, people do not agree on that right.

MR. JONES: That is one effect of the amorphous laws or the lack of laws protecting the child. Kelly, what are some of the other effects? What have you seen happen to children because these laws are not well defined?

MR. MILLER: Well, during the last five years since I have been director of the Child Advocacy Project of the Philadelphia Urban League we have discovered a number of problems confronting children and youth in our society. One of them is child abuse. Another is the problems confronting children born out of wedlock. Many people are not aware that children born out of wedlock are considered to be at least third class citizens of our society.

MR. JONES: Why is that? Or how is that first of all?

MR. MILLER: Well, the State

Jack Jones

discriminates against these children initially when they are born by identifying them as illegitimate. We don't believe there are any illegitimate children in our society. We believe that every child has a father and a mother and is a legitimate human being with the rights that every citizen of our commonwealth and of our country should have.

MR. JONES: You mean the Pennsylvania law actually discriminates against children who are born to unmarried parents?

JUDGE RICHETTE: Yes, it is on their birth certificate. These children are not entitled to take their father's name; they must take their mother's name. Their domicile depends on the domicile of their mother and they may not inherit property from their fathers. These are some of the clear areas where we differentiate between the status of parents and inflict that difference on their children.

MR. JONES: But starting out with a bad rap like that inferred. Mary Previte, you have seen the effects of that bad rap, in the young adolescents and adolescence.

MS. PREVITE: Yes, I have. Let me illustrate it with an example of a child who we have been dealing with in the detention center just in the last few weeks.

This young man was brought in on a rather serious charge and rather than send him to prison he was given a chance to go home with an adult custodian. He was released to his mother but within a few hours we received a phone call to come and take him back.

His mother had run off with the Pagan Motorcycle Gang. Because of this, the child was sent back to us and is now more or less in limbo. He is neither here nor there and this is not a problem of his making.

We find time and time again that a child ends up in a detention center or a shelter, not because of a problem he created, but because there is not an adult custodian who will take responsibility for him.

MR. JONES: Of course, there are people in the shelter whose mothers do not run off with Pagans. I mean there is a whole slew of child-created problems. I'd like to talk about some of those.

Judge Richette, in addition to being labeled illegitimate what are some of the other things that happen to kids in Pennsylvania because of the lack of legal protection?

JUDGE RICHETTE: Well, for example, if a child is without parents and he is made a ward of a State or a city department, that child can be moved about at the will of the adults who make the decisions in that department. That means that a child can come home from school and suddenly be told that he is no longer going to stay in this foster home—that he is going to be moved to a new foster home. He has absolutely no say over what happens to him.

MR. JONES: Does that happen often?

JUDGE RICHETTE: Yes indeed. There are children who are

Marilyn Monroe was a striking example
of being shifted from one home to another—22 in all.
She probably never recovered from it.

moved about from foster home to foster home and perhaps stay no more than six months to a year in any given place. Marilyn Monroe was a striking example of being shifted from one foster home to another—I think 22 in all. And she probably never recovered from it.

MR. JONES: Doesn't the law dictate that a child who is a ward of the State or of the city must be treated in a natural family setting? Shouldn't the child be cared for under one roof?

JUDGE RICHETTE: Well, we are now trying an experiment with subsidized adoptions—with the concept of a continuing psychological parent. Some children stay in foster homes for most of their childhood and suddenly in adolescence something occurs that changes the situation and they are yanked out of it.

I represented a girl who was in a foster home for 13 years. Then the foster father died and the foster mother took in a roomer. The social workers concluded that there was something illicit in the relationship between this roomer and the foster mother and the girl. One day the girl came home from school and was abruptly told she had half an hour to pack because she was being moved out. The result was that she became a chronic runaway back to her foster mother.

She ended up in juvenile court as a runaway and then, of course, the only thing that anybody could think of was to give her a psychiatric examination. This was done despite the fact that they should have been given a psychiatric examination for daring to break this organic, natural relationship that had grown up between the girl and her mother.

We would not do that to a child who was living with her natural mother, but we feel perfectly free to do this when children live with foster parents.

I think the whole foster care system is a gross abuse of many rights of children.

Judge Lisa Richette

MR. JONES: That brings us to the question, how are foster parents chosen? Who chooses them? Kelly, will you answer that one?

MR. MILLER: Well, there are a number of social service agencies that have the responsibility of placing children. The Department of Public Welfare has a mandated responsibility to deal with children who have been abused or neglected. They are placed in foster homes.

MR. JONES: How about the orphaned child? Who would have custody of such a child?

MR. MILLER: Well, there are a number of children in family services, private agencies, public agencies and voluntary agencies, who deal with problems like that and who place children in foster homes. They make investigations and determine whether or not a home is a proper place for the child.

MR. JONES: I ask this because I have heard horror stories about people who take in children who are wards of the State. Of course, these horror stories deal with the foster parents—not the children. I have heard about some cases where parents take children in simply because they get some kind of State subsidy for having the child. That is the only reason they want them.

MR. MILLER: Yes, well that may be true in some instances. But in many other instances children are placed in homes, and social agencies make decisions about their lives that are sometimes detrimental to the child.

I know of several cases where children who were considered very bright were placed in homes which had a lower socioeconomic environment. Then the placing agency decided that these children should be placed in more middle-class, up-to-date families because the parents were not able to develop the children's abilities.

The result in one case was that the child reverted and became psychologically affected—an effect that continued for the rest of her life.

MR. JONES: Well, that does sound like a logical way to deal with the problem if there is a child who is orphaned from a middle-class home. You wouldn't necessarily put that child in a home that is less than he is used to, would you?

MR. MILLER: Well, when a child is young, say perhaps three or four years old, it really doesn't matter. As long as the child gets the love, the care and the attention that the child needs for proper growth and development—the socioeconomic level really does not matter as long as a child feels comfortable where he or she is.

But when you take a child out of that kind of environment and arbitrarily place him in another one just because some social worker decides that it's best for the child's development, that is when you begin to have problems.

JUDGE RICHETTE: We say, Jack, that we want to apply the principle of the least detrimental alternative to children. Now in the case Kelly

We have to look at the fact that society
has to bear the brunt and the blame
for not providing the . . . assistance young people need . . .

cited, the child could have been given all sorts of intellectual encouragement and support without being removed—and without the loss of the people with whom the child was relating. That is using the worst kind of militaristic approach to a problem.

There are many ways that you can give children services without depriving them of the psychological parents whom they love. As Kelly says, they are used to these people.

MR. JONES: Okay. We are talking about the effects of not having laws to protect children.

JUDGE RICHETTE: That is right.

MR. JONES: What is the answer then? Do we make laws saying that a child is responsible at age 14, Mary Previte? Can a child have something to do with his own destiny at age 14?

MS. PREVITE: I don't think the answer is lowering the age of a child's responsibility for himself to 14. I do think that we have got to stop thinking that we must always be doing something with a child's life.

We recently had a girl at our center who, at 14, is a mother. Her greatest crime seems to be that she wants to be with her baby. We have battalions of social workers thinking they must be doing something with this girl whose big crime is that she has a baby and would like to be the mother of that baby.

And there are people saying, "You should not be the mother of this child. You should be in a foster home. And it would be best if we take you away from your current foster home because you are too close to your baby and you might be tempted to visit her. We should put you in a foster home or in a group care home in a neighboring community some way down the pike." We've got to stop rushing in and taking hold of people's lives, and moralizing and imposing our own set of values on to somebody else's life.

Mary Previte

MR. JONES: But isn't it valid to say that a girl at age 14 might not be a good mother for an infant? Is there no precedent for that thinking?

JUDGE RICHETTE: I don't agree with that, because we in Philadelphia started a school called the New Horizon Educational Research Institute. It is where these girls come with their babies and continue their education while learning all the parenting techniques. And they turned out to be excellent mothers.

Instead of disrupting the lives of children, why not help them? Give them the services to be what they want to be. If this girl wants to be a mother to that baby, she could be assisted. The conflict is just dreadful.

What I want to propose is that instead of making children wards of agencies and the State, we make them wards of people. Every child is entitled to have a guardian—some human being who can go to court and protect that child. If a child in Pennsylvania is left five dollars, Jack, under a will, that child gets a guardian ad litem because we are so concerned about money but we are not concerned about the lives of children.

I am for personalizing the responsibility for that child's life and for the decisions made about that child's life. As it is now, when you are dealing with an agency they pass the buck and you never know who is accountable.

MR. JONES: There is a popular song done by a popular group that says, "bless the geese and the children" in that order.

What do we do with those children who we ought to be protected against. I suppose there may be three or four percent in this category, maybe less, that are criminals. What about the child who kills somebody? What do we do with him? Mary?

MS. PREVITE: I think society certainly has a right to be protected from a violent child just as it has a right to be protected from a violent adult. There's no question about it.

MR. JONES: What is the age at which a child is tried as an adult in Pennsylvania?

JUDGE RICHETTE: Over 14 if the crime that the child is charged with is a felony. If the crime is murder, then the child is always bound over. That's not just a homicide, but a premeditated killing. In that case the child is tried in adult court and can receive an adult sentence.

MR. JONES: But there are 12 year old children who are capable of murder. What happens to them?

JUDGE RICHETTE: Well, there is a blanket exception for murder, Jack. Any child of any age who commits a murder, what is prima facie murder, is tried as an adult.

MR. JONES: If he is convicted of first degree murder under the laws of Pennsylvania he would be liable for the electric chair, then? For example, if he kills a cop.

Most of the children have had more
done to them than they will ever do to society...
more things to deal with than most of us will ever know.

JUDGE RICHETTE: In certain restrictive situations, yes, exactly. That should not be shocking. The annals are filled with cases of very young children in the 19th Century who were put to death for minor things.

I think we are going back to the 19th Century in a great number of our legal attitudes. I just read an article today that said the U.S. Supreme Court is the most conservative States' rights-oriented court since the Dred Scott case. And I do not look back at the 19th Century as something that couldn't be repeated. I think it could be.

MR. JONES: But certainly you have to deal with that element of our society that says children have enough protection. Some people would say "protect us against the gang warriors. Protect us against the young thugs."

MS. PREVITE: I like what that police chief in Boston said. He said the people who talk in this way are not telling the real truth. They are not saying that the criminals are those who come from the lowest economic levels of society or that they are the people who have been deprived of a lot of human support systems in their childhood, or that they are the people who cannot get jobs. They are the rejects of society.

They are the ones who are committing this kind of violence and, until you turn that around so that these people are no longer rejects but are full human beings who can function, you are always going to have this kind of problem. I just feel that most of the children we get in our center—the Camden County detention center—are the rejects of society.

Most of the children have had more done to them than they will ever do to society. You will have a boy who comes in charged with an atrocious assault. The charges look horrendous if that is all you look at. Then I discovered that his mother is a homosexual and when he comes home to get a dollar from his mother to go up the street with the guys, he can't get her because she is in a homosexual tryst with her girlfriend.

Kelly Miller

Now what does this do to a teenage boy? I don't think most teenage boys can adequately cope with that kind of a frustration.

Just the other day we had a boy brought into our runaway program. But what is the problem? It is a drunken father that comes in night after night, creates hell in the family. The father and the mother get into a fight and the father beats up the mother. The father beats up the little boy.

And who is brought into conflict with the court, called incorrigible and placed in custody? I am saying most of these children have had more things to deal with than most of us will ever know.

MR. MILLER: Yes, that's right. I think we have to look at the fact that society has to bear the brunt and the blame for not providing the kind of assistance that our young people need to thrive and survive in.

At the Youth Services Commission in Philadelphia, we are attempting, right now, to develop a comprehensive plan for youth services for young people so they can have a supportive system. One problem is that right now youth-serving agencies are dealing autonomously with the problems of youth instead of working together—instead of coordinating their activities so that a more effective youth services system can be provided.

If the social service agencies, both public and private, begin to work together to develop a coordinated system, I think we will have less of a problem than we have today with our young people.

MR. JONES: Judge Richette?

JUDGE RICHETTE: I agree with that and I also want to add that I think that we need to reshape our governmental policies with respect to these children. We need to humanize our approach to them.

I think that the violent child, the seriously disturbed child, can easily be isolated and helped if help is possible. But we ought not to put all of these children into these warehouses—very few of them, in fact. It is as though you took every child who had a cold and you put him in quarantine for a year. Many of these problems are fairly minor. It can be worked out just by putting the children in decent homes.

MR. MILLER: I think that the bottomline here is money.

MR. JONES: That is always the bottomline.

MR. MILLER: And until our society places its priority where its mouth is—and that means money—we are still going to have these problems.

MR. JONES: We are out of time. Thank you Judge Richette, Kelly Miller, Mary Previte for being with us on *The City* today and thank you for joining us. ■

NBC's Carole Simpson interviews Senator Thomas Eagleton (left) of Missouri and SRS Administrator Robert E. Fulton on the Today *show.*

New Administrator calls for more effective communications

Within a day or two after becoming the new Administrator of HEW's Social and Rehabilitation Service, Robert Fulton had articulated the most urgent item on his agenda as a "search for ways to reduce the divisiveness of our (SRS) current programs."

The American people, he said, simply must have "greater assurance that our programs are designed equitably and administered fairly."

He told a large gathering of SRS employees at his swearing-in ceremony that "we must interpret more clearly to the American public what the nature of the so called 'welfare problem' is. We must understand it better ourselves, as a matter of fact, and then interpret it to the public. We must also communicate more clearly what we are now doing and what others are doing about that problem.

"We obviously have to work to strengthen the intergovernmental system. Our programs are not delivered by Federal people. They're delivered by State and local and private service agencies. So we have to work to build better bridges and better cooperation between Federal, State and local governments, and with many people and groups outside government."

According to people who know him, who have worked with him and have seen him operate over a period of several years, Robert Fulton is the kind of man who will push himself hard to accomplish these objectives.

He works hard, according to one former aide, and "he doesn't sleep. Well, not much anyway."

In his new job, Fulton is responsible for programs of such public interest and concern that sleep may become something of a luxury. In the first two weeks after he was sworn in as SRS's fourth administrator, he was asked to appear on NBC's *Today* show to discuss fraud and abuse in the Medicaid program, to talk with columnist and radio commentator Victor Reisel about quality control in the AFDC and Medicaid programs, and to be interviewed on Public Broadcasting's Robert McNeil Report July 5 about the Governors' Conference on welfare reform proposals.

To keep up with demands like that, and the time-consuming but important appearances on the Hill, Fulton will need both briefcases one former co-worker insists he takes home every night.

And he'll also need to maintain the strict discipline he imposes upon himself, frequently rising at 4 or 5 a.m. to attack the second briefcase.

But despite his reputation as a hard worker and a man of great self-discipline, Fulton seems not to be overly concerned with either formality or tradition. While he was HEW Regional Director for the New England region, he was famous for what quickly became known as "Fultongrams" —notes written on the run on whatever material happened to be at hand.

Fultongrams have arrived written on airline tickets, matchbooks, paper napkins and paper sacks. And there is even a story, possibly apocryphal, that one memo came written on a Dixie cup.

But apocryphal or not, the incident reveals one facet of Fulton's character that will stand him in good stead at SRS—he's a man who doesn't stand around waiting for things to happen.

From a teaching job in an elementary school in a small town in Missouri, Fulton worked his way up the Federal organization ladder by day while earning a law degree and a master of science in business administration at night.

Before the regional HEW post, Fulton was Regional Director of the Office of Economic Opportunity for New England. He was promoted to that post after having served for two years as Regional Administrator for OEO's Community Action Program in Chicago.

Fulton began his civil service career as a management assistant with the Navy (1956-1959), then served with the State Department for a year and with the Atomic Energy Commission for eight years.

He knows, as he told SRS employees, that SRS's first mission is to "meet the basic needs for income and medical services and for supplementary social services of people who are at the lower end of the economic spectrum."

He also knows that the effort necessary to do that will require more than just Robert Fulton and SRS. It's a good bet that those "better bridges" he talks about are going to get a lot of attention in the coming months.

Medicine for loneliness

A new communications link between shut-ins and their loved ones has been forged by a national public service program called Voice-A-Gram.

The program promotes the exchange of tape recordings between those who are separated from their friends and relatives.

Voice-A-Gram, a national public service organization, provides an instruction kit including such information as how to interview those who may need assistance in taping a message and for local promotion.

The program was launched after studies in metropolitan areas showed some 35 percent of elderly residents of nursing homes are never visited or contacted by their relatives or friends.

For information about joining the program write: Voice-A-Gram, P.O. Box 127, Cos Cob, Connecticut 06807.

SRS achieves milestone in public hearing process

Public involvement in SRS' decisionmaking process entered a new era on July 13 when public hearings on revising welfare regulations opened in Boston.

Prior to this invitations for public comment on a proposed regulation went out only after the proposed regulations for a program had been drawn up.

Secretary Mathews pointed out the SRS public forum—the first of a series this year—is part of a Department-wide agreement on reforms that revise procedures for inviting a freer exchange of views between the Department and the public.

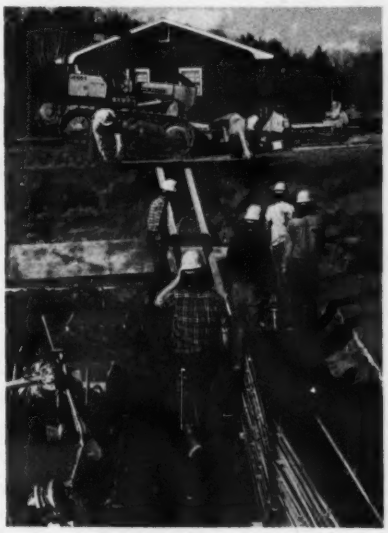
Harris Poll shows welfare gets varied reviews

Some 80 percent of the American people are critical of the way the welfare system now works, according to a recent Harris Poll but 94 percent feel it's not right to let people go hungry for lack of welfare payments. Four percent are opposed to welfare payments even if the alternative is hunger. By a margin of 74 to 22 percent they believe many women whose husbands have left them with several children have no choice but to go on welfare.

On the other hand, 89 percent think too many people on welfare could be working, while seven percent think the roles are properly constituted.

In addition, 85 percent feel too many welfare recipients are cheating the system and 64 percent think the eligibility criteria should be tougher. Twenty-three percent feel the eligibility standards are sufficient.

And while the great majority criticize the welfare system, they are against giving responsibility for it back to the States or having the Federal Government take it over entirely. Instead they prefer that the responsibility continue to be shared.



Vermont timber builds careers and low-income housing

As fiscal 1976 ended, the construction crew completed house No. 33 in a series which began four years ago. Slow going? Yes, for professionals, but this crew and the ones which preceded it were jobless amateurs trying to become pros.

This construction program, which is operated by Vermont's Orleans County Council of Social Agencies, provides job training in the building trades, with the welcomed byproduct of housing for low-income families.

The council, which owns its own logging equipment and leases two sawmills for the operation, employs about 40 persons for the program.

The success of this and the council's four other programs—human services, youth services, manpower and woods operation—is due to the cooperation among the programs. The housing program is supported by lumber produced by the woods operation, transported in trucks from the council's garage, and the houses built by persons from the manpower section.

Those purchasing the houses pay only for the building site and cost of materials. Low interest loans are arranged through Farmers Home Administration.

The council employs about 400 persons to meet needs of the area's 7,500 low-income residents—needs such as heat, food, homes and jobs. Federal and State grants contributed about $2.5 million to the programs in fiscal 1976.

Court OKs orthodontic care under Medicaid program

The Maine Supreme Court has ruled unanimously that a 13-year-old girl whose mother receives AFDC is entitled to Medicaid-financed orthodontic treatment.

The 15-page decision rejected the Department of Human Services position that since Federal regulations do not require orthodontic treatment, the State is free to exclude it. The court said, however, that "States must furnish the services necessary for preservation of the child's teeth."

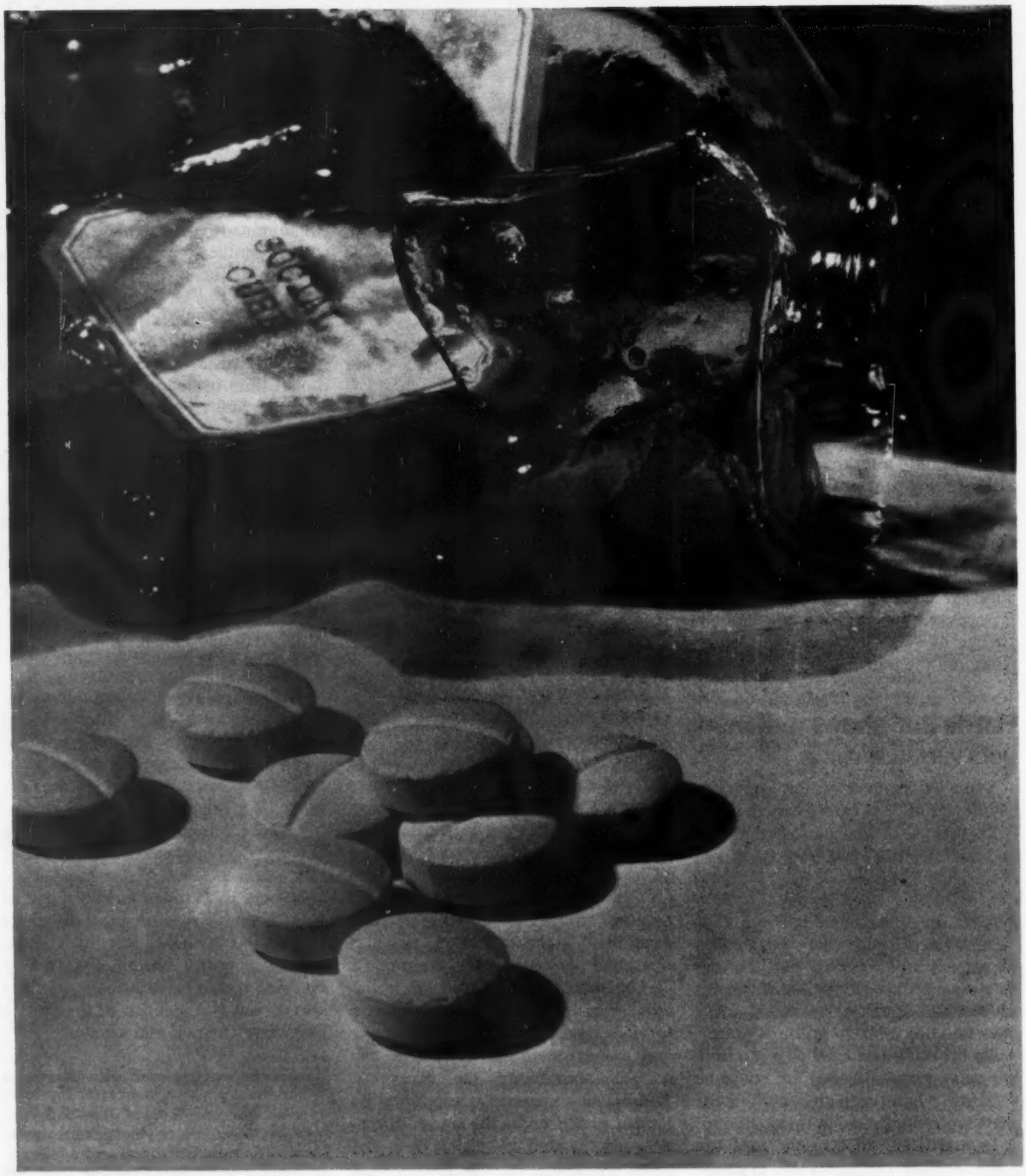
According to Dr. Alonzo Garcalon, State dental health director, the ruling may cost the State millions of dollars since about 80 percent of the 55,000 eligible children may need some type of orthodontic work.

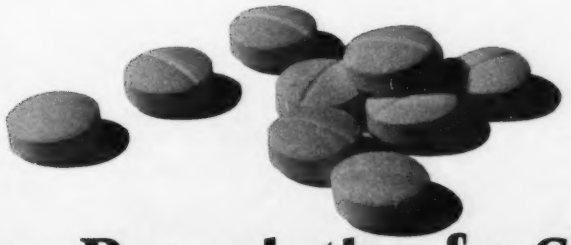
People

Philip Leo Toia, former deputy regional director of HEW Region V and also former SRS deputy regional commissioner, Region VII, has been appointed Commissioner, New York State Department of Social Services. Mr. Toia has served as Executive Deputy Commissioner since July of last year.

Robert E. Whalen has been named New Hampshire's Commissioner of Health and Welfare. Prior to the appointment, Mr. Whalen was Deputy Public Safety Commissioner. He has also served as a member of the State's Executive Council and senate.

The Record invites notices of top-level appointments and news of State and local activities of interest to other professionals. Contact Patricia Fells, assistant editor.





A New Prescription for Social Ills

by Maurice Marsolais

This is the second of a two-part article about WIN. Part I dealt with what the author feels is wrong with the program, namely that its focus is on job training. In Part II the author offers recommendations for creating a more effective program.

To the best of our knowledge no federally-funded training program has ever provided a means for precisely measuring its purposes, activities and results.

Either it is felt programs don't establish criteria for assessing success because success is certain, or there is fear of programs being evaluated. An inquiry into success would surely invite comparison and no doubt shed some light on the causes of both success and failure. And it would also place us in a position to have to admit we don't really know what we're doing.

To a great extent the fields of psychology, psychiatry, social work and mental health generally are inexact sciences. But while our endeavor is involved in the inexact sciences, this is no justification for not having an exact plan and criteria for success.

A new measurement

Psychometrics, a companion piece or adjunct to the science of psychology, is a new attempt to qualify and quantify mental processes and emotions, including capacity to learn, ability to recall, and the ability to assess the degree and rate of achievement.

Turning to the field of mental health to examine the new method, something similar to the following would be seen in the typical interdisciplinary mental health setting:

- Presentation and examination of the apparent problem.
- Gathering information to construct psychosocial history.
- Diagnostic case conference—discussion of material gathered.
- Formulating tentative diagnosis.
- Formulating a treatment plan—type of treatment, intensity and duration.
- Ongoing evaluation during treatment process, including possible revision of the diagnosis and possible revision of treatment.

Assessing client needs

To begin with we must establish the recipient's condition when he enters the WIN program. This might be accomplished by using a list of 50 questions (more or less) which would enable the WIN staff to construct a profile of a recipient. This profile would be used to identify recipient needs and steer her in the right direction.

I know of no such evaluative tool which was specifically designed with the WIN recipient in mind, but it could be developed, perhaps through one of the colleges or universities.

An abbreviated version of this inventory of condition can be used during the job-entry period.

Career planning

WIN has done a good job of providing a large number of low-paying, entry-level jobs for its graduates. This is what it was designed to do and it has been criticized for this very thing. WIN has not, from a purely economic point of view, restored its graduates to economic independence in significant numbers. So the criticism is in large part justified because WIN regulations simply have not permitted or encouraged the situation to be corrected.

Assuming that the primary goal of the WIN II program is to place as many participants as possible in unsubsidized employment, ultimately leading to financial independence, it is questionable how close we are coming to achieving this goal.

The 30 and a third disregard is an admission, in my opinion, that the WIN program, as presently constituted, does not enable the WIN participant to make the transition from dependency to total independence in one giant step. The step to total independence, if it occurs, may not occur until some time after the client has left the WIN program. At that point we can only hope that we have done our work well, because time has run out and it is too late to do anything more for the recipient.

In assessing the impact of the recent redesign and the deleting or curtailing of costly components, it makes sense to us to put the bulk of available time and resources toward the tail end of the program. In the near future we may wish to propose that the job-entry period be lengthened to 180 days.

In the past we have viewed the job-entry period as the end of the WIN program. Considering the limitations recently placed upon us, it may better serve our purposes if we look upon the job-entry period as the beginning of the program. If we did, it would permit us to prepare the WIN client for a second job. Extending the time period

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Mr. Marsolais is Special Assistant to the Chief, Division of WIN Operations, Office of Employment Services, D.C. Department of Manpower. His opinions and viewpoints expressed in this article do not necessarily reflect those of the D.C. Department of Manpower or the Department of Health, Education, and Welfare.

would give the Employment Security and Welfare staffs a much better opportunity to provide training/services and to measure and evaluate the impact of these activities—activities which are provided at relatively little cost.

Winning the employer

As mentioned in Part I of this article, a number of false assumptions have been made about employers in the past, such as:

- They are, by necessity, profit-oriented, not people-oriented.
- They are too busy to be concerned about something like WIN or the problems of welfare recipients.

If you have made such assumptions, it is possible that you gave up before you tried. Our feeling is that no matter what people do for a living, they like to be well informed, as long as it does not require extraordinary effort; they like to be concerned, if it does not take too much time away from their main occupation; and they like to be right, or allied with a cause which they feel is right.

If you feel the employer could be doing more to help the disadvantaged, perhaps we ourselves are the reason.

Those best suited to take the message to employers are members of the Welfare staff who hold a master's degree in social work. These people constitute one of the unutilized resources. Whether or not these staff members have been involved with WIN in the past, it is our feeling they could make a significant contribution and find a good deal of satisfaction.

We feel the social workers could give employers a greater understanding of the WIN trainees, the significance of hiring them and how the employer is really helping to change people's lives.

A team effort

The type of relationship we envision between WIN recipients and employers after job placement presupposes different structures and relationships than now exist.

We are told the problem with this is that WIN trainees value their anonymity once they are employed. We understand the reasons for this and we accept them as a reality which must be faced.

Employers must become accustomed to dealing with WIN staff and WIN recipients. If properly oriented and motivated, they should regard their dealings with WIN as satisfying one of their responsibilities to individuals and to their community as a whole.

In the past, WIN staff has focused upon helping the recipient obtain a job. However, while adhering to the same goal, I suggest a different approach. Staff might begin to think in terms of not only a "job" for a client, but a "career." Planning for a future work experience for recipients should be in terms of not just months, but years.

Concepts such as job development, job upgrading, career planning and career ladder development should be discussed at the first meetings with the recipient. It should be expanded upon at the time of a commitment to hire. Staff, recipient and employer should be intimately involved with this career planning. The employer should discuss with the recipient just what potential exists in the job setting, such as after a year of work.

The recipient should be presented with a realistic examination of what opportunities lie ahead and what steps are needed to reach his goals, perhaps with a tentative time frame. The examination should focus on rewards for the recipient, such as more interesting or challenging assignments, increased pay and fringe benefits.

Periodic communications of job openings of interest to the recipient should be discussed along with opportunities for developing her skills on the job. If the employer holds training sessions or meetings for employees, the recipient should be informed and included, if appropriate.

There should be periodic assessment of both the employee and his mobility plan. Goals and their time frames for attainment should be examined and determinations made as to whether the client is reaching goals, and if not, why not.

The recipient and WIN staff should also assess the recipient's progress during the job-entry period. We feel it is desirable for the employee, the employer (or his representative) and a WIN staff member to meet monthly during the job-entry period, which we feel should be extended to 180 days.

The employee's immediate supervisor should help the WIN staff member fill out an evaluation form (performance rating), which will be an abbreviated version of the original assessment inventory used when the recipient first entered WIN. These evaluations should have a rather high rate of reliability, since all are made by the same person.

During the extended 180-day job-entry period, it is desirable that WIN recipients remain in contact with the program through group meetings, preferably evening sessions. Not only would this give the WIN and Welfare staff an opportunity to appraise progress of the recipient, it would also give the recipient an opportunity to share experiences, compare observations of their employers and discuss problems in a setting where group dynamics

Learning How to Talk to the Boss

This exercise is designed to discover what the recipient possesses in the way of negotiating skills, determination, courage, self awareness and insight into the strengths, weaknesses and problems of others.

In essence the exercise is head-to-head verbal combat between two persons in a simulated real-life situation. At the end there will be a winner and a loser. The staff creates the situations, writes them briefly on slips of paper and gives them to clients to act out. For example, Recipient A plays the role of a small employer and Recipient B plays the role of an employee.

Situation: It is understood that Recipient B has made an appointment with the boss, Recipient A, to ask for a raise. Recipient A will take the position that he can't or won't accede to the request. Recipient B is just as determined to persuade the boss to give her the raise.

Guidelines: Keep the proceedings within the bounds of decency and good taste, but otherwise allow it to be as realistic as possible.

Avoid situations that could be decided by applying law or precedent, since either party could take the "right" position, refuse to yield and thus stifle the intent of the process. The dialogue should not be interrupted by comments from observers. The time limit for the dialogue is 20 minutes.

Critique: This is the part of the exercise where everyone learns something: participants, staff and observing recipients. Comments and constructive criticism similar to the following will likely come from both recipients and staff members:

- Why did Recipient B win? Enumerate the reasons.
- Even though Recipient A lost, did she present some good points? Identify them.
- In real-life situations like this, does Recipient B have a pattern of winning? Ask for her assessment of herself.
- Does Recipient A have a pattern of losing? Ask her.
- What arguments could the loser have used that she did not use?
- Was the loser afraid, nervous?
- Did Recipient B have an awareness of Recipient A's fear? Was it a factor in the outcome?
- In a situation which required aggressiveness and self-confidence, did Recipient A show these characteristics? Why not? Is this difficult for her to do?
- Some of the observers will identify with the winner; others with the loser. Why?
- Explore how observers feel about employers. What does the employer represent in their minds? Is he stereotyped as "the boss," "the man?"
- Is it even worthwhile trying for a raise? What have the observers' experiences been? Elicit positive experiences
- Discuss a few bad experiences. Why were they bad? In retrospect, how do the observers think those bad experiences could have been turned into good ones?
- Do some people think negatively most of the time? Why? Is it a result of past experiences? If negative thinking is a habit, what can be done to correct it? Encourage discussion. ■

could be put to work at problem solving.

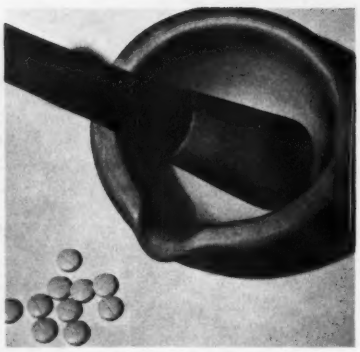
Training not essential

I feel that building self-confidence in interpersonal relationships and fostering good attitudes is far more essential than training for a specific job. As mentioned in Part I of this article, employers have consistently said: Send me a man who wants to work and I will train him.

There are identifiable groups of persons in our society who seem to succeed by going somewhat contrary to our generally accepted formula for success. Two such groups which come to mind immediately are salesmen and politicians, many of whom are not college educated. It is difficult to factor out the characteristics which make them different from the rest of us, but by observing what they do and how they do it, the following generalizations may be possible:

- Their success is bigger because their wants and needs are bigger.
- They achieve goals by manipulating other people and situations to their advantage, and gain necessary satisfaction at the same time.
- They are practical psychologists and have what appears to be an innate understanding of themselves and others. They seem to know almost instinctively how to relate to a variety of persons in a variety of situations.
- They are very aware of the needs of others and are willing to help others fulfill their needs, provided there is a pay-off for themselves, now or later.
- They are positive thinkers, probably because of past successes.
- They set goals and have the confidence necessary to achieve them.

When we assess the disadvantaged as a group, it seems that they do not possess these characteristics to the extent that other, more "successful" people do. Can these characteristics be taught and learned? We think so. And we think it begins in altering the attitudes of the recipient.



Changing attitudes

If the reader can accept the premise that attitude or state of mind influences behavior, it seems to follow that people who feel better about themselves are likely to experience more success, all things being equal.

Attitudes, habit or behavior patterns affect personal and social adjustment, which in turn are inextricably involved with everything which we think, say and do. Attitude permeates every experience we have ever had and will permeate every experience we will ever have in the future.

To develop better attitudes, we recommend staff members use a counseling technique which was used with a good deal of success at Job Corps centers and at such facilities as the Ventura Training School for Girls, which is operated by the State of California.

This approach is being utilized in a great variety of settings, and is known alternately as Reality Counseling or Reality Therapy, depending on the setting and the level of professionalism of the counselors. (Use of the term "therapy" can do considerable damage in some settings.)

This type of counseling, which is an outgrowth of the book *Reality Therapy*, represents a departure from the Freudian approach of uncovering and identifying the forgotten causes of behavior. Instead it is oriented to the present and future.

This form of counseling stresses:

- Love and worthwhileness as basic human needs.
- The need to change counterproductive attitudes and behavior.
- The importance of interpersonal relationships.
- The importance of involvement and commitment in causing change.

Conclusion

Some of the thinking expressed herein may sound overly idealistic. To the extent that our philosophy represents a departure from that which underlies present practices, such thinking may seem idealistic. Everything talked about in these articles is possible. To implement these ideas will require much hard work, a high degree of flexibility and total commitment from everyone involved. Is it worth doing?

We think so, not only because it seems more right than what we have been doing but because recent events, such as full implementation of the Talmadge Amendments, the cut-back of monies for institutional training and time constraints, make it necessary to do more with less money. It is absolutely necessary that we use our own ingenuity and creativity to give the WIN trainee something of real value which will become part of her life—something transcending D.O.T. skill codes—which will give her:

- Increased capacity to trust people—and to be trusted.
- Greater integrity in interpersonal relationships.
- Dissolution of barriers which tend to separate people.
- Formation of positive attitudes.
- Enhanced self-respect or personal worth.
- Strengthening of faith and confidence in other people.
- The belief that goals established can be achieved, that individual potential can be realized, culminating in a feeling of enthusiasm for living. ■

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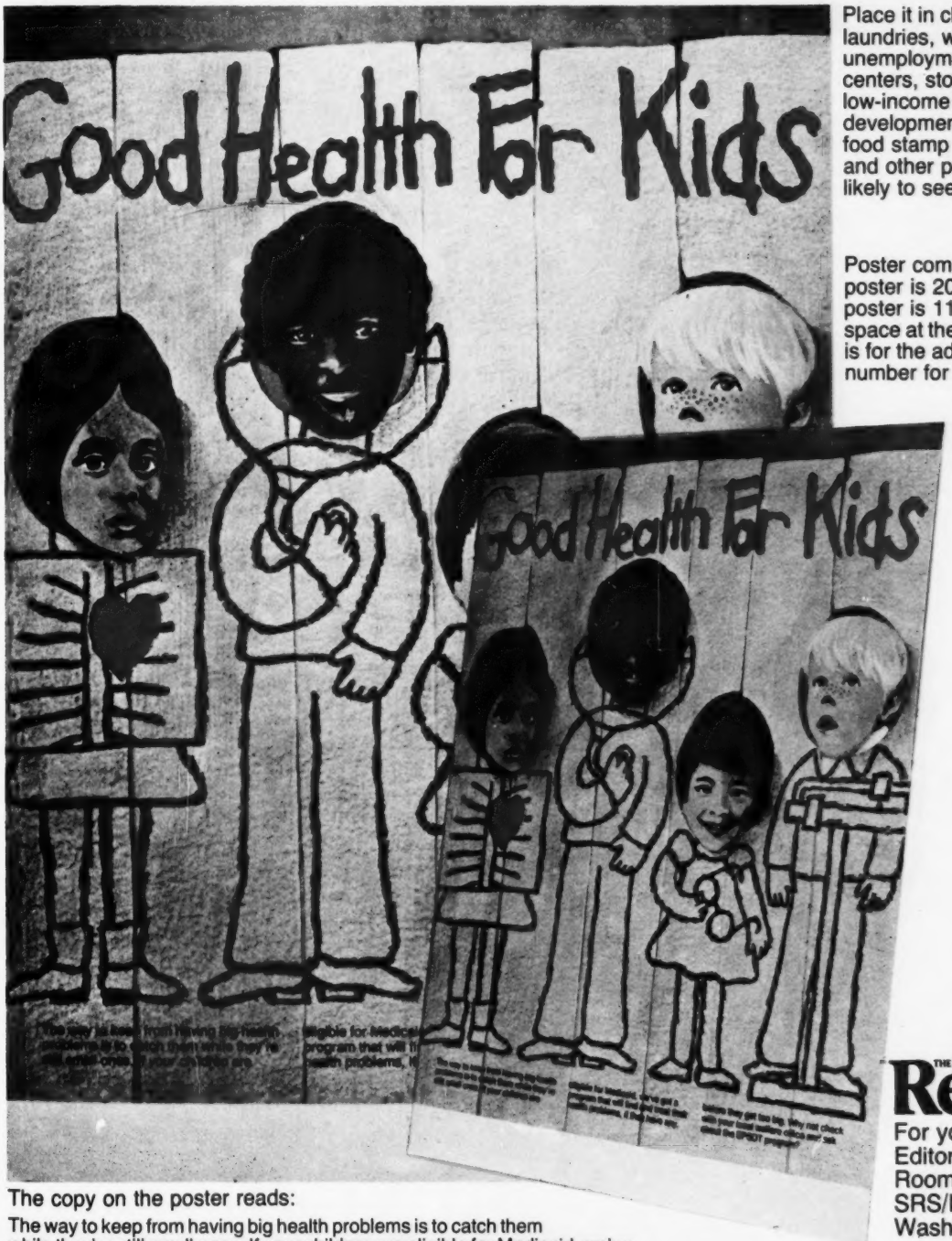

Place it in churches, self-service laundries, welfare offices, unemployment offices, day care centers, store fronts, low-income housing developments, supermarkets, food stamp distribution centers and other places parents are likely to see them.

Poster comes in two sizes. Wall poster is 20″ x 23″. Standup poster is 11″ x 14″. Blank space at the bottom of the poster is for the address and telephone number for local information.

The copy on the poster reads:

The way to keep from having big health problems is to catch them while they're still small ones. If your children are eligible for Medicaid, we've got a program that will find and treat their health problems, if they have any, before they get too big. Why not check with your local welfare office and ask about the EPSDT program?

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